

Virginia Juvenile Justice And Delinquency Prevention
Advisory Committee



2001 Annual Report

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Introduction

This Annual Report of the Virginia Juvenile Justice and Delinquency Prevention (JJDP) Advisory Committee describes its activities for fiscal year 2001. It includes funding priorities, details about awarded grants, recent data patterns in juvenile justice, and data concerning Virginia's monitoring of the four core requirements of the JJDP Act. The Report also describes briefly other grant programs and activities of the Virginia Department of Criminal Justice Services related to children, some of which are overseen by other State advisory committees.

Members of the Virginia Juvenile Justice and Delinquency Prevention (JJDP) Advisory Committee are appointed by the Governor pursuant to Section 9.1-111 of the *Code of Virginia*. The Committee is composed of individuals who are knowledgeable about the juvenile justice system. It includes representatives of law enforcement and juvenile justice agencies, state and local government, business, and other citizens, including youth.

The Committee is responsible for reviewing the operation of the juvenile justice system in Virginia, for recommending needs and priorities for the development and improvement of the juvenile justice system, and for advising the Governor on matters related to the Juvenile Justice and Delinquency Prevention Act.

The Advisory Committee reports to the Criminal Justice Services Board, the governing board of the Virginia Department of Criminal Justice Services (DCJS), in an advisory capacity. The Advisory Committee makes recommendations to the Criminal Justice Services Board on two federal JJDP Act grant funds: Title II Formula Grants and Title V Delinquency Prevention Grants.

Virginia Juvenile Justice and Delinquency Prevention Advisory Committee¹

Citizen Appointees

Mr. Henry N. Azais <i>Manassas, Virginia</i>	Mr. Anthony L. Johnson* <i>Ashland, Virginia</i>	Mr. Eric Penn* <i>Richmond, Virginia</i>
Mr. Guy Cousins** <i>Richmond, Virginia</i>	Ms. Jessica A. Johnson** * <i>Richmond, Virginia</i>	Sheriff G. Harold Plaster* <i>Chatham, Virginia</i>
Mr. Lloyd C. Dunnavant <i>Midlothian, Virginia</i>	Mr. Richard Johnson* <i>Hanover, Virginia</i>	Mr. Daniel L. Plaugher** <i>Richmond, Virginia</i>
Mr. Michael Farley <i>Goochland, Virginia</i>	Ms. Colleen Killilea, Chair* <i>Williamsburg, Virginia</i>	Professor Robert E. Shepherd, Jr. <i>Richmond, Virginia</i>
Mr. Aaron S. Foldenauer** <i>Richmond, Virginia</i>	Ms. Susan C. Laughrun <i>Hampton, Virginia</i>	Mr. Patrick H. Sweet III <i>Richmond, Virginia</i>
Mr. Russell Foot <i>Chesapeake, Virginia</i>	Dr. Jay W. Malcan <i>Richmond, Virginia</i>	Mr. Wayne Thomas <i>Richmond, Virginia</i>
Mr. Kevin Funk** * <i>Petersburg, Virginia</i>	Mr. Paul J. McNulty* <i>Fairfax Station, Virginia</i>	Judge Sharon Breeden Will <i>Richmond, Virginia</i>
Sheriff Terry W. Hawkins (Retired)* <i>Charlottesville, Virginia</i>	Sheriff Robert J. McCabe <i>Norfolk, Virginia</i>	Mr. Justin Wilson** <i>Alexandria, Virginia</i>
Ms. Iris B. Jessie <i>Norfolk, Virginia</i>	Chief Dennis A. Mook <i>Newport News, Virginia</i>	
Supervisor Mary K. Hill <i>Woodbridge, Virginia</i>	Mr. Ty F. Parr <i>Chester, Virginia</i>	

Legislative Appointees

The Honorable Janet D. Howell <i>The Virginia Senate Reston, Virginia</i>	The Honorable Brian J. Moran* <i>Virginia House of Delegates Alexandria, Virginia</i>	The Honorable Robert F. McDonnell <i>Virginia House of Delegates Virginia Beach, Virginia</i>
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State Government Representatives

Dr. Jo Lynne DeMary <i>Superintendent Virginia Department of Education (Proxy: Dr. Lissa Power-deFur)</i>	Mr. Jerrauld Jones, Director Mr. Carl Peed, Director* <i>Virginia Department of Juvenile Justice (Proxy: Ms. Lynette Greenfield Dr. Larry Guenther*)</i>
Mr. Maurice Jones, Commissioner Ms. Sonia Rivero, Commissioner* <i>Virginia Department of Social Services (Proxy: Ms. Cathleen Newbanks Mr. Forrest Mercer*)</i>	Dr. James S. Reinhard, Commissioner Mr. Richard E. Kellogg, Commissioner* <i>Virginia Department of Mental Health, Mental Retardation, & Substance Abuse Services Proxy: Ms. Pamela Fitzgerald-Cooper)</i>

¹ Includes members as of October, 2002 and former members as at the end of the 2001 fiscal year, June 30, 2001.

* Former members.

** Denotes youth member. Youth members must be younger than age 24 at the time of their appointment.

Juvenile Justice and Delinquency Prevention Grant Programs

Virginia participates in three grant programs under the Juvenile Justice and Delinquency Prevention (JJDP) Act: Title II Formula Grants, Title V Prevention Grants, and Title II Challenge Grants.

The JJDP Advisory Committee reviews and comments on each of the Title II and Title V grant applications. It then makes funding recommendations to the Criminal Justice Services Board, which has final authority to award these grant funds. The Advisory Committee also approves the priority areas for use of the Challenge Grant funds.

Title II Formula Grants

Title II funds are allocated to states based on their youth population under aged 18. To receive funds, states must be in compliance with the four core requirements of the Juvenile Justice and Delinquency Prevention Act: deinstitutionalization of status offenders, sight and sound separation of juvenile and adult offenders, removal of juveniles from adult jails and lockups, and reduction of minority overrepresentation in the juvenile justice system.

Title II funds are awarded to local units of government or state agencies. Virginia's share of Title II funds in fiscal year 2001² was \$1,561,000. In FY 2001, funds were awarded to 35 programs.

Title II funds are available for a maximum of five years per program. The Advisory Committee requires a clear description of program accomplishments and evaluation data on which to assess the merits of continued funding. After two years, community participation in funding is encouraged. The table below provides information about each of the funded projects.

A comprehensive examination of trends in juvenile justice was undertaken in 2001. The examination included analysis of data, publication of a report, *Risk and Protective Factors for Delinquency*, and convening of five focus groups representing interested juvenile justice professionals. The process began in the Spring of 2001 and continued over the Summer. Results of these activities are reported in the data section of this report under *Very Young Offenders*. During this period, no Title II formula grants were awarded for new projects. Thus, the following list of 2001 Title II formula grants shows Continuation Grants but no first year awards.

² In Virginia, the 2001 fiscal year is July 1, 2000 to June 30, 2001.

Title II Formula Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
Continuing Grants: 2nd Yr.		
Functional Family Therapy Arlington John Bazaz, 703.228.4360	\$57,499	Therapy to adjudicated truant, runaway, and delinquent youth and their families.
Residential Services Intensive Aftercare Program Fairfax Madelaine Arter, 704.246.3416	\$37,500	Intensive aftercare supervision for youth who are returning to the community and their families.
Youth Accountability Conferencing Program Piedmont Dispute Resolution Center Fauquier Lawrie Parker, 540.347.6650	\$46,545	Restorative justice program provides face-to-face meetings between juvenile offenders, their victims and their respective communities of support.
System Improvement Grant City of Fredericksburg William Burke, 540.658.1691	\$35,000	Juvenile justice planner to evaluate, develop, & implement a comprehensive approach to intervention.
Community Assessment Team Hampton Walt Credle, 757.727.6188	\$29,141	Community Assessment Team to reduce time between adjudication and service delivery for hard-to-serve CHINS and CHINSup ³ cases.
Weekenders Program Parks, Recreation, & Community Services Loudoun Leon Evans, 703.737.8709	\$66,531	Supervised weekend community service for youth in post-dispositional detention.
System Improvement Planning City of Newport News Larry Robinson, 757.926.8717	\$35,000	Facilitate juvenile justice planning in Hampton and Newport News by developing and implementing a regional criminal justice plan.
Functional Family Therapy Court Services Unit Norfolk Walter L. Stone, 757.455.6100	\$73,354	Short-term intensive in-home therapy with youth who have been convicted of family-related criminal offenses and their families.
Norfolk Juvenile Sex Offender Program City of Norfolk Mike Morton, 757.664.7667	\$64,934	Enhanced supervision and case management system for treating adjudicated sex offenders
Aftercare Program Tidewater Regional Group Home Commission Portsmouth David Hawkins, 757.488.9161	\$42,906	Direct and case management services to high-risk offenders who have completed residential stays at one of four group homes.
Compliance Improvement Grant Roanoke County Sheriff's Office Salem Hon. Gerald Holt, 540.387.6140	\$15,000	Supervision & transportation for juveniles placed in detention by Roanoke County courts.

³ Child in need of services (CHINS) and child in need of supervision (CHINSup) as defined by the Code of Virginia, §16.1-228

Title II Formula Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
Continuing Grants: 2nd Yr.		
Aggression Replacement Training and Education Sanctuary Crisis Intervention Center Roanoke Andrea Krochalis, 540.977.3324	\$70,286	Program teaches anger control management skills to juveniles before the court for assaultive offenses and supervises practice of these skills in home and community. Parental participation required.
ACHIEVE Program Shelburne Middle School Staunton Barbara Smallwood, 540.332.3920	\$69,921	Program for high-risk middle-school students designed to provide highly structured and supervised day. Family counseling and mentoring are major components.
Continuing Grants: 3rd Yr.		
Weekenders & Anger Management Highlands Juvenile Detention Center Bristol Tim Dotson, 540.669.0818	\$47,218	Weekend community service and anger management programs in two localities.
Barrios Unidos Violence Prevention Project Virginia Polytechnic Institute & State University Fairfax Clyde Jackson, 703.324.5353	\$54,570	A gang prevention program that provides leadership training, workforce preparation, and conflict mediation for youth age 10 and above in five communities in Fairfax & Arlington counties.
Intensive Supervision Manassas Court Services Unit, Manassas Jeffrey Homan, 703.792.6214	\$35,663	Supervision, in-home services and service coordination for high-risk youth who are CHINS, CHINSup, or delinquent and their families.
Weekend Incentive & Sanction Program City of Norfolk Court Services Unit Kevin Moran, 757.664.7667	\$52,875	Alternative to formal probation/ parole violation charge for court-supervised youth. Includes 20 hours of supervised weekend activities including community service, counseling, and recreation with the balance of time requiring house arrest and electronic monitoring.
Prince William County Restorative Justice Program Prince William County Vickie Shoap, 703.792.4753	\$24,665	A restorative justice program to conduct accountability conferences for offenders and victims to permit restitution and reparation to victims.
Graduated Sanctions/ Continuum of Services Wise County, Wise Paul Kuczko, 540.523.5064	\$50,925	Develop and implement a graduated sanctions program in four rural localities to increase services and accountability for its juvenile offenders.
Continuing Grants: 4th Yr.		
Delinquency Prevention Project City of Charlottesville Lee Lee Lawless, 434.970.3061	\$33,500	Assessment center to provide intervention services, sanction plans, and case management for juveniles referred by the court services unit intake team.

Title II Formula Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
Continuing Grants: 4th Yr.		
Law Enforcement Program Dickenson County Sheriff's Office, Clintwood Donald Viers, 540.835.9384	\$7,000	Law enforcement education program including college-level academic coursework and law enforcement agency placement components for youth aged 14-17. (ILECOP ⁴)
Maximize Attendance Program (MAP) Fairfax County Court Services Unit, Fairfax James Dedes, 703.246.3343	\$37,500	Supervision for chronic adjudicated truants in a school district including school services, case management, parental accountability, school staff contact, classroom shadowing, assignment review, curfew checks, and wakeup for school.
Post-Traumatic Stress Disorders (PTSD) Program City of Norfolk James Davis, 757.455.6100	\$17,500	Provides training for police officers and mental health professionals to identify traumatized children who have witnessed violent and criminal events. (ILECOP)
Crisis Intervention Program City of Norfolk Claudette Overton, 757.664.7663	\$36,283	Provides counseling to female children in need of services (CHINS), delinquents, and their families from earliest contact with the juvenile justice system.
Project Return Orange County Local Youth Services Orange Rebecca Yellets, 540.672.0539	\$37,499	Attendance monitoring, counseling, and case management for court-ordered chronic truants.
Police Athletic League Program Petersburg Morris Jones, 804.863.2701	\$9,266	Tutoring, recreation, self-defense, educational programs, employment skills, computer tutoring for youth. For parents, a support group, parenting skills classes, computer training. (ILECOP)
Delinquency Prevention Project City of Portsmouth Gary Waters, 757.393.5461	\$16,493	Community-based crime prevention officer to prevent delinquency, reduce truancy, and promote positive youth development. Works in concert with neighborhood groups and the court services unit. (ILECOP)
Female Chins Extended Day Treatment Program City of Richmond Nancy Ross, 804.646.3763	\$36,500	Extended day treatment program for females adjudicated as CHINS which includes assessment, treatment home visits, school attendance monitoring.
Youth Police Academy City of Richmond William Smith, 804.780.7491	\$17,499	Introduces youth to community-oriented police principles. Involves youth in developing and implementing crime prevention/civic activities. (ILECOP)
School Liaison Officer Rocky Mount Police Dept., Rocky Mount Don Brown, 540.483.9275	\$15,577	School liaison officer who serves as a truancy officer. (ILECOP)

⁴ Originally funded through the Innovative Law Enforcement Community Oriented Policing supplement (ILECOP) which was not reappropriated. Now funded with Title II funds.

Title II Formula Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
Continuing Grants: 4th Yr.		
School Resource Manager Program Smyth County Office on Youth, Marion Norma Teaters, 540.783.3298	\$27,500	School resource manager and tutor to provide case management, attendance and grade monitoring, service referral, tutoring.
Juvenile Coordinator Wythe County Sheriff's Office, Wytheville Hon. Kermit Osborne, 540.223.6000	\$14,394	Juvenile coordinator to investigate juvenile crimes, coordinate referrals, and track juvenile offenders to reduce the incidence of juvenile crime. (ILECOP)
Continuing Grants: 5th Yr.		
Compliance Improvement Grant Loudoun County Leesburg Vince Froehlich, 703.771.5373	\$10,781	Program to reduce and eliminate JJDP Act compliance violations by admissions monitoring, development of alternatives to confinement.
Restorative Justice Program City of Norfolk Kevin Moran, 757.664.7667	\$9,902	Restorative justice program with four components—victim/neighborhood community service, employment training, restitution, and victim-offender mediation.
Day Reporting Center Prince William County Prince William Wayne Maffett, 703.792.7259	\$16,138	Day reporting center for serious and chronic juvenile offenders who re-offend or violate probation or parole. Provides supervised setting, substance abuse counseling, job skills training.

Title V Prevention Grants

In 1992, the U.S. Congress added Title V priorities and funds to the JJDP Act. Title V provides a source of funds for states to award grants to communities for delinquency prevention and early intervention programs. Grantees must be in compliance with the four core requirements of the JJDP Act, have an approved comprehensive delinquency prevention plan, and provide a match, either cash or in-kind, of at least 50% of the federal dollars awarded. Title V funding was first available in Virginia in 1995. Localities are eligible for up to 36 months of Title V funding. As is true for the Title II program, the JJDP Advisory Committee requires a clear description of program accomplishments and evaluation data on which to assess the merits of continued funding.

Virginia was awarded \$889,000 in Title V Federal funds for fiscal year 2001. Title V funds were awarded to localities to replicate programs in delinquency prevention that have been designated as *model programs*. Grant guidelines permitted each locality to choose a model program that best addressed the local delinquency prevention priority.

Three localities received first year grant funding, eight localities received second-year funding, and six localities received 3rd year funding. The table below provides information about each of the funded projects.

Title V Discretionary Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
First Year Grants		
Bully Prevention and Reduction Arlington County Arlington Lesley Stuler, 703.228.4375	\$54,425	Program coordinator to do staff training, participant development, parent education, support of targets, and intervention with bullies.
Reaching Out Office on Youth Isle of Wight County, Isle of Wight Bessie Freeman Watson, 757.365.6260	\$17,650	After school enrichment and life skills training program for at risk youth.
Comprehensive Mentoring Program New Kent County, Providence Forge Reginald Cain, Sr., 804.966.5094	\$53,737	Mentoring program to serve youth with risk factors for delinquency.
Continuing Grants: 2nd Yr.		
Project ALERT Alexandria City Public Schools, Alexandria Dr. Lawrence Joiner, 703.824.6616	\$64,499	Alexandria Links for Eliminating Recurring Truancies, a collaborative interagency program providing direct service, public education, and advocacy.
Buckingham County Mentoring & Truancy Plan Buckingham County Buckingham Ossie Harris, 804.969.6100	\$58,423	Works with at-risk high school students to increase self-esteem, career knowledge, and academic achievement. Provides counseling & mentoring to elementary & middle-school students who are chronic truants & their parents regarding parenting, truancy, & other school-related behaviors.

Title V Discretionary Grants Awarded Fiscal Year 2001		
Project Title Agency/City Contact	Funded Amount	Project Description
Continuing Grants: 2nd Yr.		
Community-Based After School Program Office on Youth & Human Services, Colonial Heights Eileen McHugh Brown, 804.520.9286	\$16,040	After-school program for middle-school youth offers mentoring program including pet care, photography, art, and martial arts. Includes parent education program.
Boys to Men Youth Leadership Development Program Hanover County, Hanover Martha Lambert, 804.752.4228	\$45,484	After-school program for at-risk middle and early high-school boys offers leadership development activities, life skills training, mentoring, educational support, and community service.
Project Legacy and Neighborhood Basketball League James City County, Williamsburg Howard Mason, 757.259.3167	\$46,112	Project Legacy provides programs for youth at high risk for substance abuse. Programs include tutoring, life skills education, parent/youth relationship building, recreation. The Neighborhood Basketball League is designed to promote academic achievement and prevent substance abuse.
Youth After School (YAS) Loudoun County, Leesburg Mary Beahm, 703.737.8834	\$65,000	After-school program for middle-school youth with life skills training, mentoring, and tutoring. Includes parent participation.
Project Doubleteam Youth & Prevention Services Lynchburg Amanda Dudley, 434.847.1879	\$8,300	Collaborative agency/school/ community program pairs high school athletes and elementary school students for basketball and mentoring.
Keeping Kids in School Newport News Dr. Stephen Hochman, 757.591.4987	\$49,670	Pilot program designed to reduce truancy in elementary school. Services include mentoring, tutoring, parent education and participation in community programs.
SWEAT Program Waynesboro Carol Blair, 540.942.6757	\$61,860	Students Working Effectively Against Truancy program provides tutoring, counseling, and community service activities for suspended youth.
Continuing Grants: 3rd Yr.		
Rural Virginia Juvenile Delinquency Turn-Around Project; Middle Peninsula/ Northern Neck Community Services Board, Saluda Cheryl Matteo-Kerney, 804.693.5068	\$65,740	Provides problem solving, decision-making, and anger management training, mentoring, adventure-based programming, community service activities, job skills training to first-time offenders and at risk youth. Includes family involvement.
Parent Education Program Smyth County Youth Office Smyth County Norma Teaters, 540.783.3298	\$15,000	Provides intensive parent education for families of at risk youth and first-time offenders to stabilize home situations and prevent delinquency and youth violence.
Teens Against Silent Killers (TASK) Program City of Staunton Carol Blair, 540.942.6757	\$20,557	A delinquency prevention program for high-risk youth, aged 10-13, living in public housing. Offers community service activities, educational workshops, tutoring, field trips, life-skills training.

Challenge Grants

The purpose of State Challenge grants⁵ is to provide initiatives for states participating in the Formula Grants Programs to develop, adopt, and improve policies and programs in any of ten specified Challenge areas. During fiscal year 2001, Virginia focused on two of those Challenge areas: mental health needs of youth in the juvenile justice system and information sharing. Virginia's allocation for FY 2001 under the Challenge Grant program was \$184,000.

A Challenge Grant begun in 1995 to the University of Virginia Institute for Law, Psychiatry, and Public Policy (the Institute), provides for policy development, research, training and dissemination of information related to the improvement of mental health, special education, and substance abuse services for juvenile offenders. In the 2001 fiscal year, the following activities were undertaken.

A policy briefing paper to inform current legislative studies on juvenile mental health system reform was researched and drafted.

Four fact sheets were distributed to 1000 persons.

- *Adjudicative Competence in Juveniles: Legal and Clinical Issues;*
- *Effects of Adolescent Psychopathology on Juvenile Competence to make Medical and Legal Decisions;*
- *Risk Assessment with Juvenile Offenders;*
- *Use of Psychotropic Medications with Juvenile Offenders.*

Fact sheets are available on the Institute's web site at http://www.ilppp.virginia.edu/Juvenile_Forensic_Fact_Sheets/juvenile_forensic_fact_sheets.html

The University of Virginia Institute of Law, Psychiatry, and Public Policy also received funding under the Challenge Grant program, beginning in 1999, to address information sharing and confidentiality issues. The grant provided for the Institute to conduct a review of the *Code of Virginia* and juvenile codes in other jurisdictions to examine their information sharing provisions and to produce an information sharing training manual.

The manual, *Juvenile Records and Information Sharing: An Overview of Federal and State Law, Practice, and Procedure in Virginia*, was completed in 2001. The manual is available on the Institute's web site at http://www.ilppp.virginia.edu/Juvenile_Records_Information_S/juvenile_records_information_s.html.

⁵ The 1992 reauthorization of the JJDP Act of 1974 added Part E, State Challenge Activities, to the programs funded by OJJDP.

Data Patterns and Activities in Virginia's Juvenile Justice System

This section presents information about recent trends in the Virginia juvenile justice system. There are changes evident in several areas: very young offenders, truants, and confinement of juveniles.

Very Young Offenders

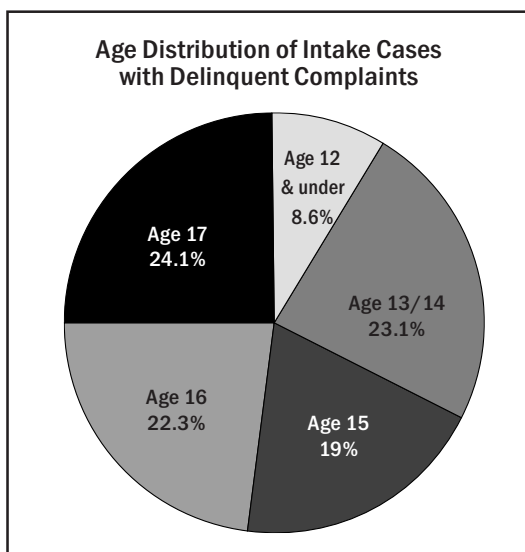
Over the past several years, there have been marked changes in the age of children involved in the juvenile justice system, particularly at the front end of the system.

The number of very young offenders—children aged 14 and under—has increased dramatically.

In the five year period, 1996 to 2000, the number of children aged 14 and under brought to intake has almost doubled.

In the year 2000, children aged 14 and under represented 32% of intake cases with delinquent complaints. This percentage corresponds to 15,880 children. The pie chart shows the age distribution.

As well as being brought to intake, more very young children are being held in secure detention facilities. For the period 1998 to 2000, there was a 19% increase in admissions for the 8 to 14 years age group.



In the year 2000, children aged 14 and under represented 25.1% of admissions to secure detention facilities. This percentage corresponds to about 5,500 children.

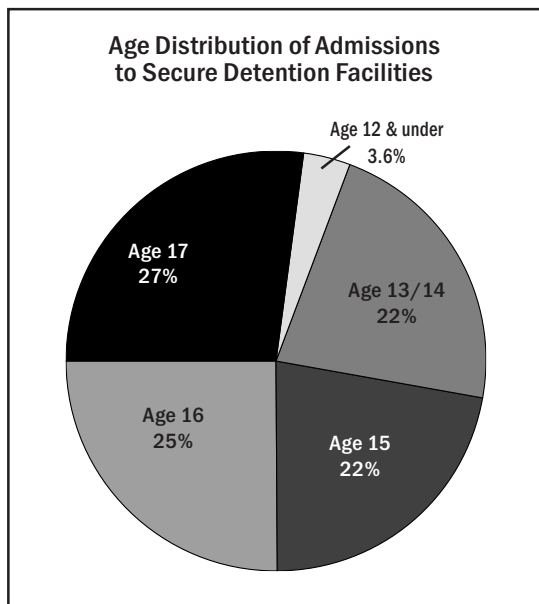
The pie chart shows the age distribution of children admitted to secure detention facilities.

Information on all these factors is available in the complete report, cited above. Major contributing factors will be described here.

The pattern is reversed in correctional centers. There, the number of very young offenders detained has decreased from 18% of detained juveniles in 1993 to 9% in 2000.

Activities Undertaken in Response to the Data

In response to the increase in very young offenders, the Juvenile Justice and Delinquency Prevention (JJDP) Advisory Committee and the Juvenile Services Section, DCJS, have taken several steps. The Juvenile Services Section published a report, *Risk and Protective Factors for Delinquency*, which was distributed widely to interested parties and is available online at <http://www.dcjs.state.va.us/juvenile> (click on Publications and Resources).

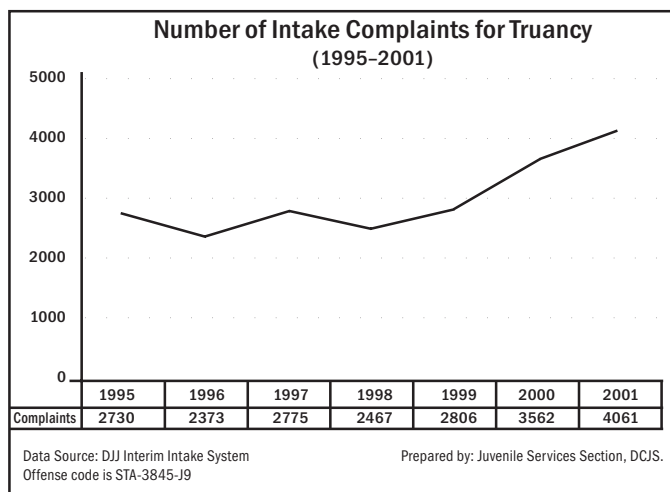


In collaboration with the JJDP Advisory Committee, DCJS Juvenile Services Section staff convened a series of focus groups in the summer of 2001. These groups represented interested and knowledgeable individuals from five areas: the judiciary, education, court service units, law enforcement, and personnel administering the Comprehensive Services Act.

With the data and input from focus groups, the JJDP Advisory Committee undertook the Young Juvenile Offenders Initiative for Title II Formula grants beginning in fiscal year 2002. Information about those grants will be reported in the 2002 Annual Report.

Truancy

In 1999, a legislative change⁶ designed to address chronic truancy resulted in an increase in the numbers of children brought to intake for truancy. These increases are depicted graphically in the figure below.



For truancy, data are available including the 2001 fiscal year. The overall increase is 45% over the period 1999 to 2001; however, there are differences among the age groups.

The biggest increases are for the youngest and oldest groups. For the group aged 7-9, there is a 60% increase since 1999; for the group aged 15-17, there is an 89% increase since 1999.

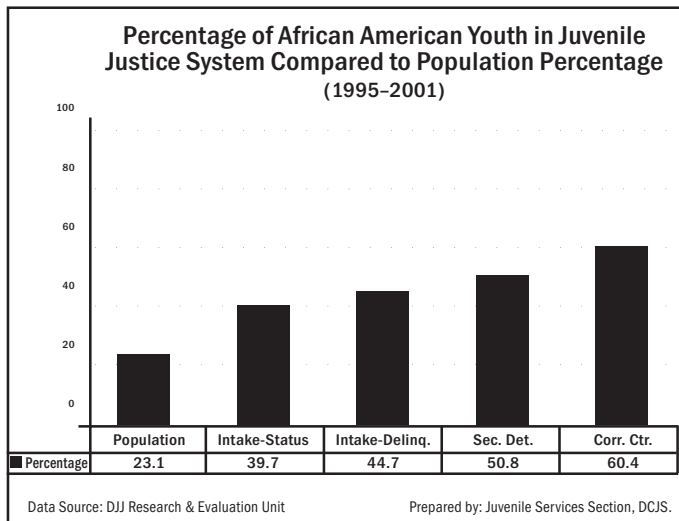
Activities Undertaken in Response to the Data

Under the Challenge Grant program, DCJS awarded funds to the Virginia Department of Education to develop training initiatives to assist localities in meeting demands of the new truancy legislation.

⁶ In 1999, the Code of Virginia was amended to require that each school go through a prescribed series of steps to handle truants. The final step is a petition to court. One consequence of the law was to eliminate the practice of punishing truants by expulsion. It also requires schools to attend to truants before their behavior becomes chronic. In some localities, the result of the law has been a large increase in the number of truancy complaints petitioned to court.

Disproportionate Minority Confinement

In Virginia, as is true nationwide, minority children are over-represented in secure detention facilities and in juvenile correctional facilities. Throughout the juvenile justice system, African American youth are over-represented, relative to their percentage in the juvenile population.



They constitute just 23% of the juvenile population, but 40% of intake status offenders, 45% of intake delinquent offenders, 51% of secure detention admissions, and 60% of admissions to juvenile correctional facilities.

Thus, as one moves deeper into the juvenile justice system, the percentage of African American youth increases.

Activities Undertaken in Response to the Data

Addressing disproportionate minority confinement is one of the core requirements of the Juvenile Justice and Delinquency Prevention (JJDP) Act. It is an ongoing problem in Virginia and nationwide. Virginia has used a variety of strategies to reduce minority over-representation at all stages of the juvenile justice system.

The Juvenile Services Section, DCJS, has designed a Juvenile Justice System Demographics web page to enable representatives from localities, grantees, and other interested persons to learn about minority representation and over-representation in the Virginia juvenile justice system and the national requirements for monitoring disproportionate minority confinement. Ready access to state and local population, intake, and confinement data by race is also provided, along with instructions about how to compute indices comparing juveniles in the justice system⁷. The web site can be accessed through the Juvenile Services Section main page at <http://www.dcjs.state.va.us/juvenile> and then clicking on the Juvenile Justice System Demographics menu.

The DCJS Juvenile Services Compliance Monitor provides training and assistance to local officials and detention staff to ensure that they are aware of the four core requirements of the JJDP Act including the necessity of addressing disproportionate minority confinement.

DCJS Title II and Title V grants administered through the Juvenile Services Section require compliance with the four core requirements of the JJDP Act, including addressing disproportionate minority representation.

⁷ Disproportionate minority representation can be measured at each stage of the juvenile justice system. The measure is usually an index computed by calculating a ratio: the proportion of a racial group at a stage in the system divided by the proportion of that racial group in the population. If the resulting index is above 1.0, the racial group is over-represented at that stage in the system; if the index is less than 1.0, the racial group is under-represented.

Increased Numbers of Children Detained

The past fifteen years show a linear increase in the number of children confined in secure detention facilities. Many of these children are confined, not for new offenses, but for technical violations such as probation violations.

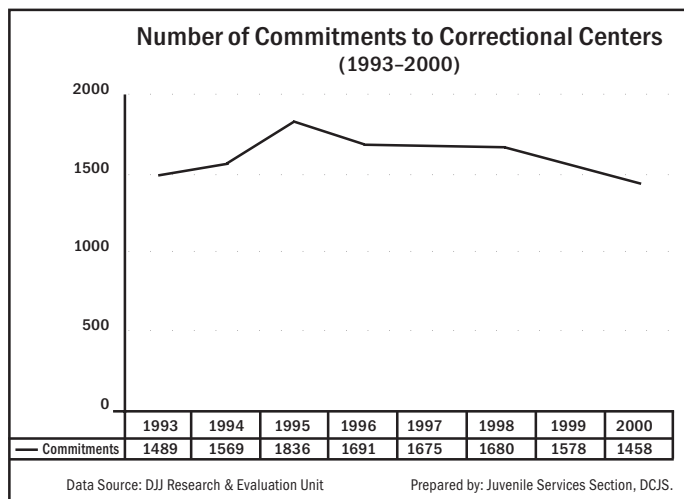
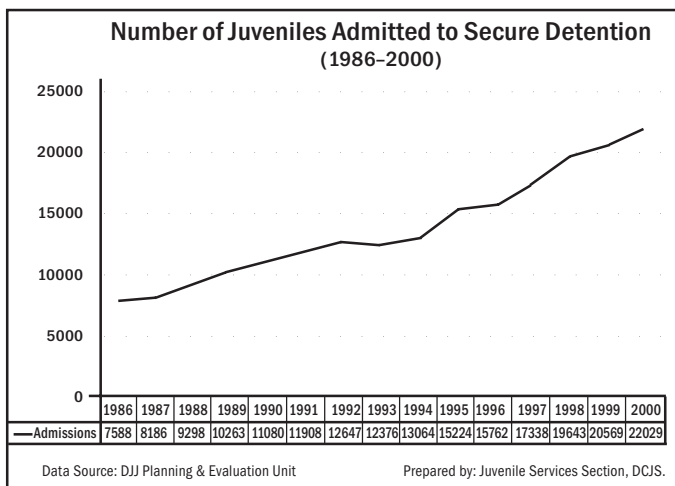
Secure Detention Facilities

Fifteen years of data are available for the number of juveniles admitted to secure detention facilities.

Over the 15-year period, the number of children admitted to secure detention facilities has nearly tripled. The number of admissions was 7588 in 1986; that increased to 22029 in 2000, as shown in the figure.

In Virginia, about 75% of juveniles are held in secure detention for less than 21 days. Approximately 95 percent are pre-dispositional⁸.

Over the three-year period 1998–2000, there was a 12% increase in admissions and an 18% increase in average daily population. The higher increase in average daily population suggests that juveniles are being held for longer than previously.



Virginia detains juveniles at a rate that exceeds the national rate.⁹ Nationally, in 1997, the rate of detention was 96.0 per 100,000 juvenile population. In 1999, Virginia's rate of detention was 176.3 juveniles per 100,000 juvenile population. Across the state, individual court service units detained juveniles at rates ranging from 42.7 per 100,000 to 748.7 per 100,000. Virginia ex-

ceeds the national average and, within the state, some court service units are detaining juveniles at 5, 6, and 7 times the national average.

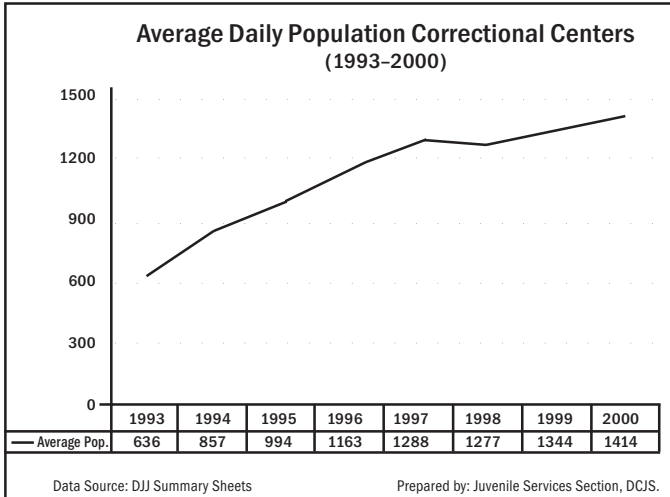
Average daily population has exceeded capacity consistently.

⁸ Virginia Department of Juvenile Justice. (2001). Juvenile detention: What's going on in Virginia: Utilization of pre-disposition juvenile detention in Virginia, Fiscal Year 2000. Richmond, VA

⁹ Virginia Department of Juvenile Justice. (2001). Juvenile detention: What's going on in Virginia: Utilization of pre-disposition juvenile detention in Virginia, Fiscal Year 2000. Richmond, VA

Juvenile Correctional Centers

The number of admissions to correctional centers shows a pattern different from that shown at intake and in secure detention facilities. Over that same period, 1998–2000, the number of admissions to correctional centers decreased by 13%.



Despite the decrease in admissions, the average daily population of correctional centers has increased steadily, with an 11% increase in the period 1998 to 2000.

As with secure detention facilities, the difference between the change in admission and the change in average daily population suggests that juveniles are being held longer than previously.

Confinement for Technical Violations

Technical violations include probation/parole violations, contempt of court, violations of a court order, and failure to appear in court. In Virginia, technical violations represent one of the largest categories of offenses for which children are being confined.

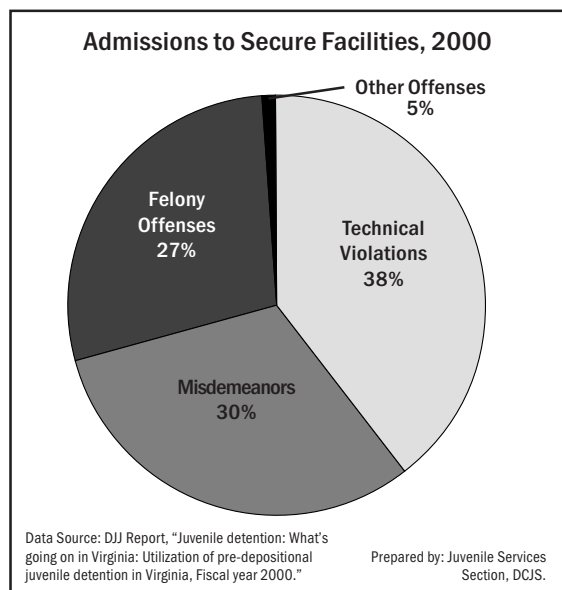
Data concerning the numbers of juveniles confined for technical violations were revealed in a 2001 study by the Virginia Department of Juvenile Justice, *Juvenile detention: What's going on in Virginia: Utilization of pre-dispositional juvenile detention in Virginia, Fiscal Year 2000*.

As depicted in the figure, in secure detention facilities, technical violations represent the largest category of detention admissions.

In 2000, 38% of admissions were for technical violations such as probation/parole violations, contempt of court, and failure to appear in court.

Activities Undertaken in Response to the Data

The Department of Juvenile Justice completed a study, *Juvenile detention: What's going on in Virginia: Utilization of pre-dispositional juvenile detention in Virginia, Fiscal Year 2000*, in 2001. The



study was funded by the Department of Criminal Justice Services under a Juvenile Accountability Incentive Block Grant. Juvenile Services staff and the JJDP Advisory Committee are examining these data in 2002.

As indicated above, the data also show an overall increase in the numbers of children in secure detention facilities. Activities addressing the other three confinement issues: reducing the numbers of very young offenders in secure detention, reducing disproportionate minority confinement, and reducing the numbers of juveniles confined for technical violations would result in a reduction in the overall number of children in secure detention.

Requirements of the Juvenile Justice and Delinquency Prevention Act

To receive funding under the Juvenile Justice and Delinquency Prevention (JJDP) Act, states are required to comply with four core requirements of the Act: deinstitutionalization of status offenders, sight and sound separation of juvenile and adult offenders, removal of juveniles from adult jails and lockups, and reduction of minority over-representation in the juvenile justice system.

Virginia has gone beyond the federal requirements for compliance monitoring by creating a system of record-keeping and on-site inspection that ensures that all juvenile facilities are continuously monitored and receive on-site inspection at least annually.

In 1994, the Virginia Juvenile Justice and Delinquency Prevention (JJDP) Advisory Committee developed a policy that limits eligibility for regular Title II grant funding for any locality that has demonstrated an unjustifiable pattern of compliance violations. A special Compliance Improvement funding category is available to these localities. To access these funds, the locality is required to establish a corrective action plan, agree to self-reporting of all new violations, and be subject to quarterly on-site compliance monitoring inspections until it demonstrates that no violations have occurred for a full calendar year.

Annual training regarding the JJDP Act and the *Code of Virginia* is provided by the Department of Criminal Justice Services to juvenile justice system professionals such as Court Service Unit Directors, Juvenile and Domestic Court Judges, Detention Home Superintendents, sheriffs, police and other law enforcement personnel. Individual locality training is made available upon request.

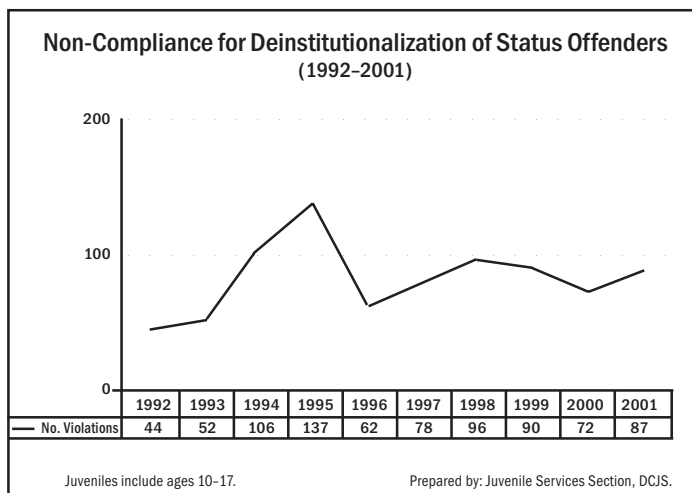
The four core requirements are summarized below. Data are provided showing Virginia's record of compliance with the core requirements.

Deinstitutionalization of Status Offenders

Juveniles who are charged with or adjudicated for conduct that would not be criminal if committed by an adult are status offenders. Neither status offenders nor non-offenders such as abused and neglected children may be placed in secure detention facilities or correctional facilities. Status offenders include, but are not limited to, truants, runaways, and minors in possession of alcohol¹⁰. Violations of the JJDP Act occur when accused status offenders are held in secure juvenile detention centers for more than 24 hours, excluding weekends and holidays, and when adjudicated status offenders are held for any length of time in secure detention centers or any adult jail or municipal lockup. Under no circumstances may children be placed in secure detention facilities because of abuse and neglect.

¹⁰ In the Commonwealth of Virginia, possession of alcohol by a minor is a criminal offense.

Despite prohibitions within the *Code of Virginia*, and federal regulations addressing the deinstitutionalization of status offenders and non-offenders, on occasion violations are recorded. As can be seen in the chart below, they are few: in calendar year 2001, 87 violations occurred, 80 of which were accused status offenders held pursuant to the Interstate Compact as runaway youth. Although all of the violations are of concern, they were not found to represent a statewide pattern or practice. They generally derive from limited access to alternative residential placements and programs.



Virginia has worked to improve the gaps in the continuum of pre- and post-dispositional alternatives through the Virginia Juvenile Community Crime Control Act and by establishing the deinstitutionalization of status offenders as a priority in the awarding of new grants to jurisdictions already in compliance.

Sight and Sound Separation

The JJDP Act provides that during the temporary period that a juvenile may be held in an adult jail or lockup, no sight or sound contact is permitted between the juvenile and adult inmates. Virginia law prohibits the placement of a juvenile in any secure adult facility that has not been approved by the Department of Corrections for the detention of juveniles. Sight and sound separation is a requirement for approval. The Department of Criminal Justice Services collaborates with the Department of Corrections' certification team to ensure that uniform standards of sight and sound separation are used throughout the Commonwealth. A facility that exhibits a pattern of violations is subject to losing its certification to hold juveniles from the Board of Corrections. There have been no violations since 1997.

The *Code of Virginia* permits co-located facilities, that is, adult and juvenile facilities located on the same site¹¹. A workgroup with representation from the Departments of Criminal Justice Services, Juvenile Justice, and Corrections has developed compliance and regulatory protocols related to co-located facilities. Each agency has responsibility for different aspects of the facility certification and monitoring. Currently, Virginia has four co-located juvenile detention facilities: Northwestern Regional Juvenile Detention Center, located on the grounds of the Clark, Frederick, Winchester Regional Jail Complex; Merrimac

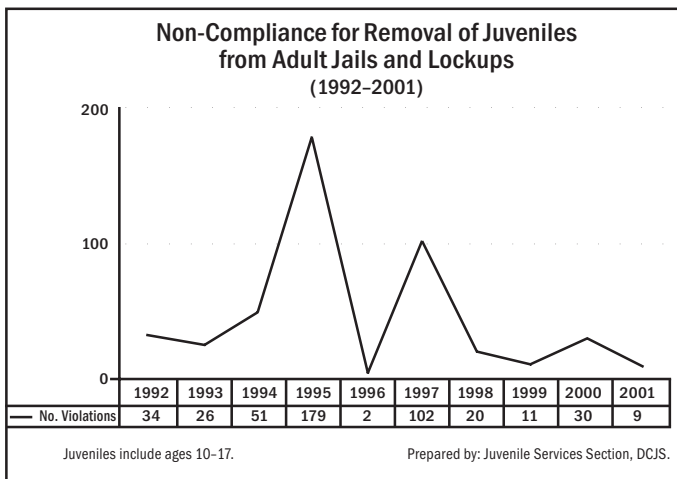
¹¹ A co-located facility is defined as a separate juvenile detention facility, located upon the site of an adult regional facility approved and certified by the Department of Juvenile Justice.

Juvenile Detention Center located on the grounds of the Middle Peninsula Regional Jail Complex in Williamsburg, Rappahannock Juvenile Detention Home, on the site of the Rappahannock Adult Regional Jail Complex, and Piedmont Detention Commission located on the grounds of the Piedmont Jail Complex in Farmville. All are in compliance with federal and state regulations for co-location of juvenile secure detention facilities.

Removal of Juveniles from Adult Jails and Lockups

Juveniles accused of committing a delinquent act may be held in temporary custody, not to exceed 6 hours, at an adult jail or lockup for purposes of identification, processing, interrogation, transfer to a juvenile facility, court appearance or release to parents (jail

removal). This federal jail removal exception includes 6-hour time periods both immediately before and after a court appearance, provided that the juvenile has no sight and sound contact with incarcerated adults during this time. The 1998 Virginia legislature revised the Virginia Code, which previously allowed only six hours combined before



and after a court hearing, to parallel the federal code. There have been few violations of this requirement; in calendar year 2001, there were nine.

There is one exception to Virginia's law prohibiting the placement of juveniles in jails. Section 16.1-249.E of the *Code of Virginia* allows a judge to transfer a juvenile who is 14 years or older from a secure juvenile detention facility to an adult facility if it is determined that his or her presence is a demonstrated threat to the safety or security of other juveniles or staff of the juvenile facility. Under such placements, the separation and supervision requirements for juveniles within an adult facility must be met. The nine violations in calendar year 2001 fell under this exception.

Disproportionate Representation of Minority Youth in Secure Facilities

Under the JJDP Act, states must address the disproportionate representation of minority youth in secure facilities, where such conditions exist. Training of juvenile justice professionals and service providers, system improvements in juvenile court processes, legal representation of youth, sentencing alternatives, and law enforcement are all integral parts of Virginia's strategy.

Minority over-representation in the juvenile justice system is a national, state, and local problem. In Virginia and nationally, African American youth have been disproportionately represented at all stages in the juvenile justice system in comparison to their proportions in the juvenile population.

In Virginia, the data show a potential pattern of racial disparity¹². In 2000, African American youth were 23% of the Virginia population aged 0 to 17 but 45% of juvenile delinquent intake cases, 50% of the residents in juvenile secure detention facilities and over 60% of residents in juvenile correctional centers. These data are depicted graphically in the *Data Patterns* section of this report. At the local level in Virginia, the situation varies. Some localities mirror the state picture. Some localities show no disproportionate minority representation. A few localities show that Hispanic rather than African American juveniles are disproportionately represented in the system.

Virginia has used a variety of strategies to reduce minority over-representation at all stages of the juvenile justice system. These are described in the *Data Patterns and Activities* section of this report under *Disproportionate Minority Confinement*.

¹² Data are available online through the Juvenile Justice Demographics web page at <http://www.dcjs.state.va.us/juvenile>.

Other DCJS Programs for Juveniles

DCJS offers a variety of programs for juveniles, described briefly below, that are not under the purview of the JJDP Advisory Committee. Officials in several units of DCJS administer the juvenile drug court program. Other programs reside in the Juvenile Services Section and the Virginia Crime Prevention Center. For further information about them, contact the Department or see the website at <http://www.dcjs.state.va.us>.

Juvenile Services Section

The DCJS Juvenile Services Section administers several programs for children and juveniles other than those governed by the JJDP Act. Byrne Memorial Fund grants are a response to the increase in juvenile involvement in illegal drug and alcohol activities. Juvenile Accountability and Incentive Block Grants (JAIBG) aim to combat youth violence. Programs for abused and neglected children are aimed at reducing trauma to child victims. Further information about the programs is available on the agency web site, <http://www.dcjs.state.va.us/juvenile>.

Bureau of Justice Assistance Byrne Memorial Fund Grants

The Byrne Memorial Fund grant program, funded through the Bureau of Justice Assistance Byrne Memorial Funds, has evolved over the years from strictly substance abuse services to now include crime prevention and control. The Virginia Criminal Justice Services Board oversees the distribution of Byrne grants. The Juvenile Services Section of DCJS administers only a portion of the Byrne funds allocated to the Commonwealth. Collaboration among the several DCJS units administering Byrne funds assists in creating a system of program planning and funding opportunities for substance abuse services to juveniles. A large portion of Byrne funds is awarded for School Resource Officer programs throughout the state and administered by the DCJS Crime Prevention Center. Another significant portion of Byrne funds supports the Governor's SABRE (Substance ABuse Reduction Effort), a three-dimensional program of enforcement, treatment and prevention that targets drug dealers, as well as casual and chronic drug users in the Commonwealth.

Byrne funds administered by Juvenile Services Section have funded a number of professionals in the field of juvenile justice as well as substance abuse screening, treatment and prevention programs. Of the 11 projects funded in FY 2001 that are monitored by the Juvenile Services Section, five were to localities and six to state agencies. Grants totaled approximately \$1,400,000.

Juvenile Accountability Incentive Block Grants

The Juvenile Accountability Incentive Block Grant (JAIBG) program was first established in the 1998 federal Appropriations Act. Virginia's allotment for fiscal year 2001 was \$5,062,200. The purposes of the program are to combat violent youth crime through increasing accountability for juvenile criminal offenses and to promote greater accountability throughout the juvenile justice system. JAIBG funds are administered by the Virginia

Juvenile Crime Enforcement Coalition which, like the Juvenile Justice and Delinquency Prevention Advisory Committee, makes recommendations to the Virginia Criminal Justice Services Board. For further information about the program, visit the Juvenile Services web site at <http://www.dcjs.state.va.us/juvenile> and choose J.A.I.B.G.

Programs for Abused and Neglected Children

The Advisory Committee to the Court Appointed Special Advocate and Children's Justice Act Programs oversees Children's Justice Act and Court Appointed Special Advocate (CASA) program initiatives.

Children's Justice Act Program

The goal of the Children's Justice Act Program is to foster interdisciplinary, interagency collaboration so that child abuse cases can be investigated and prosecuted effectively and with the least possible trauma to child victims. In FY 2000 in Virginia, there were nearly 9,000 founded cases of child abuse and neglect and 30 abuse-related child fatalities. Training and technical assistance provided in local communities by DCJS staff reaches 700-800 professionals annually. DCJS staff persons also represent child and juvenile justice concerns on the State's Child Fatality Review Team. For further information, visit the DCJS Juvenile Services web site at <http://www.dcjs.state.va.us/juvenile> and choose Children's Justice Act.

Court Appointed Special Advocate Program

The Court Appointed Special Advocate (CASA) Program is a child advocacy organization that seeks to provide trained volunteers to speak for abused and neglected children who are the subjects of juvenile court proceedings. The CASA program is funded from the State's General Assembly, the Victims of Crime Act, local governments, foundations, United Way, and private donations. As of 2001, there were 25 locally-operated CASA programs in Virginia. In FY 2001, 1104 CASA volunteers served 3,836 children. Those 1104 volunteers donated approximately 95,000 hours of work worth over \$1.8 million¹³.

A CASA volunteer's duties include investigation of cases for the purpose of providing written independent factual data to the court, monitoring the cases to assure compliance with court orders, assisting any appointed guardian ad litem in representing a child's needs and best interests, and reporting suspected incidents of child abuse and neglect. CASA programs are initiated, developed, and operated at the local level with regulatory and oversight monitoring by Juvenile Services Section, DCJS. For further information, visit the DCJS Juvenile Services web site at <http://www.dcjs.state.va.us/juvenile> and choose CASA.

¹³ The average hourly value of volunteer work is computed by the Virginia Employment Commission and published by the Department of Social Services on their web site at <http://www.dss.state.va.us/community/vovfacts.html>. In 2001, the value was \$19.77 per hour.

Juvenile Drug Courts

Over the past 10 years, the incidence of juvenile arrests and intake complaints for narcotics and alcohol-related offenses has increased dramatically. One response to this problem, in Virginia and nationwide, has been the development of drug court programs. Two juvenile drug courts are now operating in Virginia: the Rappahannock Regional Juvenile Drug Treatment Court in Fredricksburg and the Richmond Juvenile Drug Court Program. In addition, the City of Newport News has received federal funding to begin operating a juvenile drug court.

The drug court model¹⁴ includes early identification of defendants in need of treatment; continuous, intense, community-based treatment with judicial supervision; regular hearings before the judge to monitor treatment progress and compliance; increased accountability of the juvenile through a series of graduated sanctions and rewards; and mandatory periodic random drug testing.

Drug court participants move through three phases that decrease intensity of supervision and increase self-responsibility as they progress through the program. Throughout, participants are required to acquire and maintain full-time employment or be enrolled in a full-time educational program. Sanctions are enforced. Participants who fail the program may be placed in secure confinement. For successful participants, graduation from drug court usually occurs 12-18 months after entry to the program.

Because drug courts require rigorous adherence to the program, some eligible offenders choose incarceration or probation instead.

Juvenile and family drug courts have not been operating long enough in Virginia to measure long term results. However, according to the National Drug Court Institute¹⁵, individuals who have completed drug court programs successfully, including adults and juveniles, have recidivism rates averaging between 5% and 19%. Comparatively, those who have not completed drug court programs successfully have recidivism rates averaging between 24% and 66%.

Virginia Crime Prevention Center

The Virginia Crime Prevention Center, housed at DCJS, serves as a focal point for crime prevention activity in the Commonwealth. The Center provides leadership, policy development, grant funding, training and technical assistance and conducts research on innovative crime prevention methods, ideas, and trends. As research indicates that many of the most effective crime prevention strategies are those directed at youth, the Crime Prevention Center participates in several initiatives directed at this population. Many of these programs involve a substantial number of law enforcement personnel. Examples

¹⁴ Belenko, S. (1998). *Research on Drug Courts*, National Drug Court Institute Review, (1), 1-42.

¹⁵ For further information about drug courts, see the Virginia Supreme Court publication, *Drug Court Programs in Virginia*, September, 1999 and the U.S. Department of Justice publication, *Juvenile and Family Drug Courts: An Overview*, November, 1996 (available online at <http://www.usdoj.gov.dcpo>).

are summarized below. For further information about programs and services, see the DCJS Crime Prevention and Law Enforcement web site at <http://www.dcjs.state.va.us/crimeprevention>.

Virginia Center for School Safety

Established by the General Assembly in 2000, the Virginia Center for School Safety serves as a resource for communities across the State. It supports local school districts and law enforcement agencies in developing and implementing school safety programs through training, technical assistance, resource development and dissemination and partnership building among state and local agencies and organizations. It also conducts research on the latest trends that impact the climate of safety within a school. For further information, see the web site at <http://www.vaschoolsafety.com>.

School Resource Officers

School Resource Officer (SRO) programs were developed in schools to assist in maintaining the safety, order, and discipline of the school community. An officer assigned to a school serves as a peace officer, counselor and instructor of law-related education topics. The goal of having a SRO on site is to ensure early intervention and effective diffusion of potentially violent situations. SROs help to prevent violence by using early intervention strategies with high-risk students and by maintaining high visibility to deter crime. Effective strategies include peer mediation, conflict resolution training, and a referral network of community resources.

Serious Habitual Offender Comprehensive Action Program

The Serious Habitual Offender Comprehensive Action Program (SHOCAP)¹⁶ is a multidisciplinary interagency case management and information sharing system which enables the juvenile and criminal justice system, schools, mental health, and social service agencies to make more informed decisions regarding juveniles who repeatedly commit serious criminal and delinquent acts. Each SHOCAP is required to supervise serious or habitual juvenile offenders in the community as well as those under probation or parole supervision. The goal is to enhance current conduct control, supervision and treatment efforts to provide a more coordinated public safety approach to serious juvenile crime, increase the opportunity for success with juvenile offenders, and assist in the development of early intervention strategies.

McGruff House Program

The 1993 General Assembly authorized the establishment of qualifying residences as McGruff Houses, in which the resident adults may provide temporary refuge to any child in immediate emotional or physical danger or in immediate fear of abuse or neglect.

¹⁶ Established by the General Assembly in the Code of Virginia §16.1-330.1.

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This document is also available online at www.dcjs.state.va.us/juvenile/resources

Preparation and distribution of this document was funded by
grant #01-JF-FX-0051 from the U.S. Department of Justice,
Office of Juvenile Justice and Delinquency Prevention.



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October 2002